

NEEDS ASSESSMENT FOR THE SCHOOL DISTRICTS IN BENIN

REPORT

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SUMMARY

INTRODUCTION.....	1
I- The school district in Benin and their difficulties.....	3
I.1- Legal existence of the school districts.....	3
I.2- Structural existence of the school districts.....	3
I.3- The assignments of the school districts.....	4
I.4- Operational existence of the school districts : Inventory	5
I.4.1- Data atastistics of the school districts.....	5
I.4.2- Practical existence of the school districts.....	7
I.4.3- Capacity of management and use of equipmemts.....	10
I.5- The school districts difficulties	11
I.5.1- Moral difficulties	11
I.5.2- Practical and material difficulties.....	12
II- The school districts needs	13
II.1- The expressed needs.....	13
II.1.1- Equipments	13
II.1.2- Human resources.....	14
II.1.3- Office supplies.....	15
II.1.4- Miscellaneous needs.....	15
II.2- Analysis and synthesis of the collected wants.....	16
II.2.1- Equipments.....	16
II.2.2- Human Resources.....	19
II.2.3- Office supplies.....	21
II.2.4- Miscellaneous needs.....	21
III- Overall Synthesis and recommendations.....	22
III.1- Synthetic chart of a school district's needs in Benin.....	22
III.2- The result of the assessment of the current needs of the school districts.....	23
III.3- Recommendations.....	25
III.4- Synthetic chart of recommendations.....	27
CONCLUSION	28
APPENDIX	

INTRODUCTION

In the framework of the cooperation between the USA and Benin, the partnership between the Ministry of National Education and scientific research and USAID helped to support significantly for many years, the educational system in Benin. Presently this system is submitted to an important reform in the primary schools by the implementation of new programs in every school. Such a reform requires a large involvement of the school districts which constitute the basic structures the ministry relies on through the primary education Direction and the Departmental Direction of Education to perform the national objectives in matter of education.

In order to appreciate the nature of the support needed by the school districts for a good coordination of the administrative and pedagogical activities in the nurseries and primary schools, USAID undertook to collect and analyse all their needs. This assessment mission was held in accordance with the approved technical bid. However, in order to improve the result, a primary education inspector interested in the functioning of school districts was requested to assist the team of consultants appointed for the job.

After a training with the specific instruments and different tests made together in two districts, the departmental team of consultants and assistants hurried for the task went over in two weeks in the eighty two school districts. they benefit a great support from the pedagogical responsables during their stay. The instructions from the various Departmental Directions of Education and Directorate of Primary Education helped them to obtain a maximum mobilization and collaboration from the main targets.

Thus, the different visits and meetings systematically held permitted to point out and to collect all the need of the school districts. To enrich its objectives, the mission has taken into account the environment and the difficulties these districts come across during the achievement of the different parts of their job which are : the framing, the pedagogical animation, the control and the coordination of pedagogical activities in their administrative district.

These difficulties cause some unfunctioning of the system which required moral and material satisfaction of the needs of the actors encountered which are : the responsible of pedagogical units, the members of the pedagogical council, the responsible of the coordination committees of the pupils parents associations and the heads of the school districts. Separate talks with responsible of the major non governmental organizations concerned with education matters such as the International Foundation for Education and Self Help (IFESH) and the Center of Recherche and Action for the Basic Initiatives Development (CRABID) provide major contribution to assess the needs in question.

This report describes then the overall environment of the school districts and the conditions of carrying out their job. It also underlines the inherent difficulties and recap the needs. An analysis of all these demands will allow us to have a synthesis of the different wants in terms of real needs and also a suggested standard for the good functioning of the school district as a basic structure.

In conclusion the condition for an optimum working of our results will be indicated in order to reinforce the performance of the school districts in Benin.

I- The school districts in Benin and their difficulties

Nowadays, the school districts work out in particular conditions highly improved according to the will of the general convention for education. They are then at the come of all changes going on in this matter. Consequently they must play a dominating role in conducting and supervising the different actions necessary to consolidate the reform.

But before we clarify the assignment of the school districts and their difficulties, it would be preferable to know about their legal existence.

I.1- Legal existence of the school districts

The legal existence of the school districts resides in the implementation of a decree 027/MEN/CAB/DC of september the 30th 1993 concerning the organization and functioning of the Departemental Directions of Education and the school districts.

It's worth precisig that the executive order 97-271 that reccinds certain provisions of that of 1993 has taken into account the existence of the school districts.

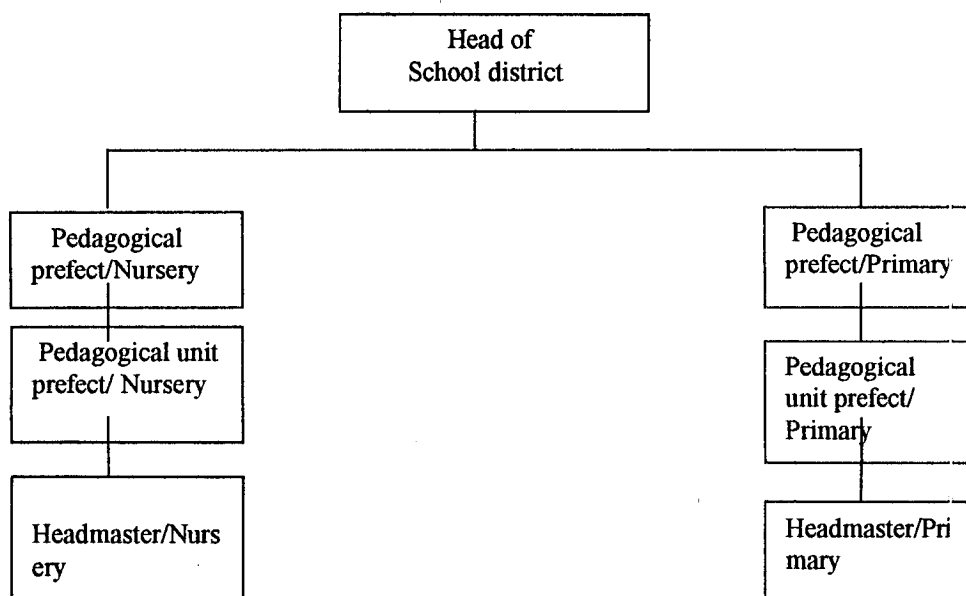
According to the above executive order, the school districts, constitute the out shift of the Departemental Directions of Education. The first ones were settled in the urban circumscription per each receipient locality to assume the educational activities. Howether, with the increasing of the number of school districts will also be increased in certain cities. It is the case in Cotonou with four school districts instead of one in the past. Porto-Novo also is splitted into two school districts. It should be noticed that it is in the same scheme that the decision 0010/MENRS/CAB/DC/DEP/SPIDE/SA of the 4th february 1999 from the Ministry of National Education and Scientfific Research carrying out instructions from the Ministry Council of the 6 th august 1997 allocated one school district to each of the seventy seven administrative cicumscriptions in the whole country. Nowadays eighty- two school districts constitue the network of the educational coordination. But only seventy-one are functional. The seven others are unfunctional but could soon be functional after the appointment of their heads.

I.2- Structural existence of the school districts

It is important to precise that for time been the school district doesn't exist in the organization chart of the Ministry of National Education and Scientific Research according to the Executive order of 1997. Nevertheless it still been the operational structure carrying out the reform in the primary schools.

The organization chart of the Educational coordination network in a school district could be as follow.

EDUCATIONAL TECHNICAL ORGANIZATION CHART



At present, it would be interesting to try to know the reasons of the creation of the school districts.

I.3- The assignments of the school districts

From a general point of view, the school district is a structure which result from the devolution of the attributions of the Ministry of National Education and Scientific Research. It is then the manager of the educational system in the locality where it is settled. So the success and the failure of the educational system in the primary school relies on it.

Practically, the school districts carry out their activities in the nurseries and the primary schools. Their responsibility cover two domains : the educational coordination and the administrative managment.

These structures are in charge of the educational coordination in private abd public nurseries and primary schools of their jurisdiction. They are also responsible for the continuing education of the teachers for, the appointed inspector are responsible not only for the school district ut also for any change for the better in the educational system and apprenticeship and for their regulation. The head of the S.D, during his frequent visits detects the staff insufficiencies and provide appropriate corrections.

By the implementation of new programs, the responsibilities of the S.D become more and more fastidious. How to assure the daily success of the new operation is their objectives.

As far as the management is concerned, the school district have to deal with the management of the human and material resources. They have to maintain a good relationship between the staff, the other sectors and also with the hierarchical authorities of the Departemental Directions. They have to find solutions to the problems of the schools as well as to matters concerning culture, sport and others works related to schools. They are also competent for the regulation of the school standard.

Moreover, the school district initiate joint actions between the schools and their environment in order to promote their development.

As it clearly appears, the school districts attributions are tremendous and complex. To achieve them, they need to have a strong sense of management but also enough human and material resources.

But how things stand nowadays in these structures after these years of generalization of the new program?

I.4- Operational existence of the school districts : Inventory

I.4.1- Data statistics of the school districts

From an operational point of view, twenty school districts over the eighty two, formally created had no permanent responsible at the time of our evaluation (cf. the below chart n1).

Details of vacancy in the school districts are shown in the human resources chart per school district in appendix 4.

INVENTORY OF PREMISES PER DEPARTEMENT

CHART 1: Statistics statments

Description	Complement /Departement						Sum
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
Staff							
Staff of permanent heads of SD	11	10	11	10	9	11	62
Temporary staff of heads of SD	2	2	4	2	6	4	20
Sum of School Districts	13	12	15	12	15	15	82
Staff of pedagogical advisor Prim	26	33	39	21	34	37	190
Staff of pedagogical advisor Nurs	3	6	8	6	3	9	35
sum of pedagogical advisors	29	39	47	27	37	46	225
heads of educ.circle primary	109	184	144	148	181	177	943
heads of educ.circle Nursery	16	13	8	10	11	11	69
sum of heads of educ.circles	115	197	152	158	192	188	1002
Staff of teachers Primary school	1966	3100	2042	2196	3189	2993	15486
Staff of teachers Nursery school	43	138	76	47	97	73	474
sum of staff of teachers	2009	3238	2118	2243	3286	3066	15960
size of school boys	69378	95459	89155	108363	116372	105087	583814
size of school girls	42098	70364	60753	66685	71671	79623	391194
sum of the pupils size	111476	165823	149908	175048	188043	184710	975008
Number of classes	2431	3464	2835	3017	3702	3505	18954
Ratios							
Teacher / advisor	69	83	45	83	89	67	71
Teacher / educ. Circle	17	16	14	14	17	16	16
head of educ.circ./ pedag.advisor	4	5	3	6	5	4	4
teacher / class	0.83	0.89	0.75	0.73	0.89	0.87	0.84
pupils / class	46	48	53	58	51	53	51
pupils / teacher	55	51	71	78	57	60	61
percentage of the size of girls	0.38	0.42	0.41	0.38	0.38	0.43	0.40

These data statistics were those available during the enquiries of the consultants.

The school districts actually fonction with a staff of seconded teachers or sometimes overlapping their claases and the school districts. In most of the S.D, the teachers at their disposal are suffering or have suffered from bad illness which prevent them from doing seriously their job. In addition to that, they don't have the required qualification for a good management of the school districts. In certain case, the the auxillary staff as the typists were added to the group of teachers.

But they are very few and this cae is even rare.

Cf chart 4 Human Resources inventory. Details of human Resources per S.D Chart appendix 4 .

INVENTORY OF PREMISES PER DEPARTEMENT

Chart 4: Human Resources

Description	Complement /Departement						sum
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* senior executives							
head of S.D	13	12	15	12	15	15	82
assistant head of S.D	0	0	0	0	0	0	0
* junior executives							
primary school teacher	19	72	14	40	61	32	238
accountant	0	0	0	0	0	0	0
*auxillary staff							
typists	7	11	4	1	2	9	34
messenger	0	1	0	0	0	1	2
driver	0	0	1	0	0	0	1
night watchman	2	9	3	6	5	10	35

I.4.2- Practical existence of the school districts

The functioning conditions of the school districts are shown in the charts below : 2 and 3 appendix 2 –3

- Buildings : Twenty-five school districts over eighty-two owned a rather inadequate administrative bulding, whereas fourty-eight were settled in also inadequate allocated premises. Nine others are without shelten. The only case of accomodation were noticed in three school districts in Borgou.
- Equipments for the educational activities : they are almost inexistent. For example the seven educational suitcases registered have no longer their initial contents.
- (Installations) Fittings : the majotity of the school districts are electrified. Certain regions especially in the north are not fully supplied but at mid-time by this period of pre-electrification. It would be so till 2001. As far telephone is concerned only half of the S.D are supplied with. Let's notice that telephone and electricity charges are paid by treasury.
- Co mputer equipment : They are very rare and most of the time worn out. They are granted by someN.G.O.

INVENTORY OF PREMISES PER DEPARTEMENT

Chart 2: Materials and equipments

Description	Quantity per departement						Total
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* Buildings							
Administrative rented or granted	12	5	10	3	7	11	48
Administrative ownership	0	7	1	9	5	3	25
Conference hall	0	3	1	3	0	3	10
library	0	3	0	0	1	1	5
housing	0	0	3	0	0	0	3
infirmary	0	0	0	0	0	0	0
* pedagogical activities							
pedagogical suitcase	0	0	4	3	0	0	7
pedagogical bag	0	0	0	0	0	0	0
Conference board	0	2	1	0	2	1	6
retroprojector	0	0	0	0	0	0	0
* Fittings							
electricity	8	10	9	12	11	7	57
water	0	8	4	12	7	5	36
telephone	9	8	9	7	7	7	47
sanitary appliances	0	7	1	2	2	0	12
* Computer equipments							
computer	0	2	0	2	1	0	5
printer	0	2	0	2	1	0	5
undulator	0	2	0	2	1	0	5
scanner	0	0	0	0	0	0	0

- Rolling stock : Fourteen cars are counted. But only two cars granted by the Ministry of National Education and Scientific Research to Grand-Popo and Malanville. Are in good condition. The others (twelve), bought second-hand with the contributions of the pupils'parents are already depreciated and their maintenance charges are very expensive.
- Office equipments : All the existing typewriters and word processors are mechanical and in majority dilapidated they are no more adequate for a modern administration.
- Office furnitures : The furnitures are insufficient.

INVENTORY OF PREMISES PER DEPARTEMENT

Chart 3: Materials and equipments (concluding)

Description	Quantity per departement						sum
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* Rolling stocks							
car	0	3	1	2	8	0	14
motorbike	11	11	9	9	13	14	67
rowing boat	0	0	0	0	2	0	2
rowing boat engin	0	1	0	0	2	0	3
* Office equipments							
photostat	0	1	0	0	0	0	1
typewriter	15	13	14	17	19	22	100
word processor	9	10	8	8	10	12	57
fax	0	1	2	0	1	1	5
calculating machine	6	0	8	10	4	14	42
giant stapler	0	0	0	0	0	1	1
* office furniture							
desk of board	0	6	5	0	2	4	17
ordinary desk	24	66	8	60	67	68	293
armchair of board	0	6	2	10	2	1	21
chair	44	339	93	337	218	161	1192
waiting room suite	0	2	1	0	0	1	4
cupboard	21	55	16	27	37	38	194
fan	1	6	2	0	11	2	22
shelf	0	0	0	0	6	2	8

Office supplies : The annual allocation allowed to the school districts partly help them to carry out their educational and administrative job. These allocations even vary every year. The present data is that of the latest allocations and should be taken for guidance given by the authorities.

Cf. chart 5 below :Inventory of Office supplies. Details in appendix 5.

INVENTORY OF PREMISES PER DEPARTEMENT

Chart 5: Office supplies

Description	Quantity per departement						Total
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
ream of duplicate paper	318	580	270	170	569	1140	3047
ream of typing paper	96	120	115	159	351	358	1199
printing ink	179	339	114	35	148	581	1396
stamp ink	70	0	66	16	17	29	198
pot of glue	56	50	54	39	70	48	317
stencil	260	120	232	63	146	240	1061
ball-pen	731	5500	6250	1680	1605	2350	18116
pencil	270	109	77	106	27	172	761
blanco	121	34	32	24	17	35	263
envelope PM	2080	8260	2600	1205	5927	1775	21847
envelope MM	2770	7600	4000	1185	5194	2625	23374
envelope GM	2690	6400	2000	1090	935	1775	14890
ordinary eraser	105	55	25	47	187	140	559
machin eraser	65	80	82	13	21	28	289
carbon eraser	7	50	18	0	1	9	85
tear of calender	6	1	1	1	11	10	30
pad paper	19	7	10	37	194	21	288
copybook 300p	113	25	45	74	94	67	418
copybook 200p	118	16	225	76	131	47	613
ruler	7	15	7	19	4	20	72
folder	365	1800	860	1150	155	649	4979
under folder	255	2400	1620	1820	210	290	6595
flapfolder	157	315	140	44	42	63	761
shapfolder	74	105	45	4	133	21	382
paper clip	122	120	31	66	216	34	589
stencil pen	1	6	0	2	2	7	18
flipchart paper	0	8	0	0	29	2	39
felt tip	118	0	74	82	17	22	313
staple	0	15	0	0	13	0	28
carbon paper	0	5	0	198	26	0	229

I.4.3- Capacity of management and use of equipments

As far as the management of the S.D property is concerned, there's no standard method and the procedures even vary from one S.D to another. Most of the responsables declared having institute a management system actually proved by documents. But those documents are mostly inadequate. As for those materials only the office supplies seemed to be concerned.

For financial matters, the existing documents are not founded account books except in some S.D where those who were pointed out to do the job have been trained by the ministry Departement of Internal Verification. The chart 0 presents the different situation.

INVENTORY OF PREMISES PER DEPARTEMENT

Chart 0: Varied characteristics

Description	Frequency per departement						sum
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
Ability to use the equipments							
Rolling stocks	11	12	15	12	11	12	73
computer equipment	0	4	1	12	4	0	21
other equipments	13	12	13	12	11	12	73
Ability to maintain the equipments							
Rolling stocks	11	11	13	12	12	12	71
computer equipment	1	5	0	0	2	3	11
other equipments	1	6	3	0	2	5	17
Existence of management system							
Equipment management	13	12	13	12	9	12	71
Self financial management	13	12	13	12	11	12	73
Existence of electricity and telephone							
Electricity							
in the area	12	11	7	12	13	8	63
in the S.D	8	10	7	11	12	7	55
Telephone							
in the area	13	12	8	9	11	8	61
in the S.D	10	8	6	7	8	6	45

In short there is a real management capacity of the S.D' material and financial properties despite the non existence of adequate documents.

- Local capacity of use and maintenance

As far as the use of equipment is concerned, as it is shown in chart 0, there's a realability of using the equipments except for the computer equipments where very few S.D have the required staff for its use. The same for its maintenance that can be seen only in great towns. Nevertheless the S.D are granted agents from the

DED for periodic maintenance of their equipments. Details are shown in appendix 0. The rolling stocks doesn't cause much problem for it can be repaired by local mechanics.

As a whole, the inventory need in the S.D doesn't assure their good functioning, for it is unsteady institutions in staff as well as in equipments that have been visited.

Such a situation has a great impact on the functional side.

I.5- The school districts difficulties

They are essentially of moral, material and functional nature.

I.5.1- Moral difficulties

It is no more to notice that the set of teachers in looking for recognition and their fresh promotion issue is clearly expressed particularly by those in the primary schools.

Moreover, some inherent realities particular to their corporation constitute more reasons of demoralizing according to most of them. This concerns on one hand the triviality they are submitted to on their admission to their (CAP) and on the other hand the weakening as usual of the pedagogical authority and the absence of the responsible of the head of educational circle whereas he is the formal representative.

It's on this basis that the new programs are brought into general use in the schools. During our meetings with the responsables of educational circle, the pedagogical advisors and the heads of S.D, other psychological issues were revealed. In fact, many teachers are reluctant to the implementation of the new program. So they are less interested in intervening in classes concerned with these programs. The main reasons for such attitude are the extra effort needed to get one's sheets ready and the general and professional background required to carry out the job. All this require a calling into question of the teacher's habit who doesn't appreciate his drawing aside from the conception of the new programs. This could have helped him to get ready for this implimentation.

These psychological matters reduce noticeably the efficiency of the educational framing work the Heads of school districts are in charge of.

I.5.2- Practical and material difficulties

The S.D's difficulties have certain relationship with their financial conditions.

In Benin, the S.D are confronted to many difficulties to join the schools of their jurisdiction because of the distance and the enclosed situation of these schools and also because of the bad weather and the difficult access. Transport of documents to these schools is risky (often by motorbike) because of the non-existence of an appropriate administrative vehicle as already said above.

At the same time, administrative tasks are done at the headquarter with inadequate means so that the implementation is often delayed and with poor quality.

Finally the maladjustment of cramped spaces between the S.D are not favorable for an administrative and educational full blooming work.

From a functional point of view, the numerous vacancies at the head of some S.D cause many interims placed in hand of some C/S.D. this leads to more difficulties in carrying out the work because of non availability. The heads of S.D also have many difficulties to get from the staff appointed to the headquarter the competence and the regularity required for a good functioning of the S.D.

The removal of a major part of the staff of the S.D in addition to the lack of qualified staff in specific fields as secretary, typist or computerizing of documents and the collect and treatment of data statistics, accounting and financial management, all this doesn't allow the head of S.D to fully take care of his job. So the tasks are entrusted to some rare capable persons who are then obliged to hold simultaneously many offices. Thus the expected efficiency can not be achieved in such conditions.

All these difficulties clearly show the importance of the different needs expressed by the different actors of the school districts. However an analysis of the informations collected could allow us to have a synthesis of their needs for an appropriate allocation.

II- The school districts' needs

They are needs expressed by the authorities encountered but also by remarkable persons and that inspired to us by the precarious state of the S.D and the resulting difficulties.

II.1- The expressed needs

II.1.1- Materials and Equipments needs

The charts 6 and 7 present the needs censured per departement. Details of the needs per S.D are presented in appendix 6 and 7.

INVENTORY OF NEEDS PER DEPARTEMENT

Chart 6: Materials and equipments

Description	Quantity per departement						Total
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* Buildings							
Administrative rented or granted	13	5	12	10	12	12	64
Administrative ownership	0	3	2	2	2	1	10
Conference hall	0	0	14	0	1	1	16
library	4	1	6	0	1	1	13
housing	3	0	12	11	2	6	34
infirmary	0	3	0	0	0	0	3
* pedagogical activities							
pedagogical suitcase	538	50	345	54	270	81	1338
pedagogical bag	1	0	0	0	0	0	1
Conference board	0	11	29	9	22	18	89
retroprojector	0	0	1	7	9	1	18
* Fittings							
electricity	13	2	7	0	3	3	28
water	2	2	10	0	4	2	20
telephone	13	3	9	5	5	8	43
sanitary appliances	0	2	0	0	1	0	3
* Computer equipments							
computer	13	17	15	15	15	19	94
printer	13	17	15	15	15	19	94
undulator	13	17	15	15	15	19	94
scanner	0	1	2	1	0	0	4

INVENTORY OF NEEDS PER DEPARTEMENT

Chart 7: Materials and equipments (concluding)

Description	Quantity per departement						Total
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* Rolling stocks							
car	13	12	14	11	14	15	79
motorbike	31	38	60	42	156	48	375
rowing boat	0	3	0	1	1	0	5
rowing boat engine	0	3	0	1	3	0	7
* Office equipments							
photostat	13	12	15	17	14	15	86
typewriter	22	12	20	21	20	14	109
word processor	12	12	17	10	11	12	74
fax	4	12	8	12	6	9	51
calculating machine	27	48	71	77	30	66	319
giant stapler	14	12	15	12	15	60	128
* office furniture							
desk of board	14	4	14	0	14	13	59
ordinary desk	63	26	76	0	54	122	341
armchair of board	13	4	17	0	14	14	62
chair	1274	76	726	3035	824	265	6200
waiting room suite	1	0	0	0	1	0	2
cupboard	30	23	64	101	48	74	340
fan	12	0	34	10	48	60	164
shelf	0	0	0	0	0	0	0

II.1.2- Human resources

The needs in human resources are also recapitulated in chart 8 below. Their compositions are in appendix 8.

INVENTORY OF NEEDS PER DEPARTEMENT

Chart 8: Human Resources

Description	complement / departement						Total
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* senior executives							
head of S.D	2	2	4	2	6	4	20
assistant head of S.D	0	1	2	12	2	0	17
* Junlor executives							
primary school teacher	18	37	34	16	46	62	213
accountant	13	12	15	12	17	15	84
*auxillary staff							
typists	20	8	14	5	23	34	104
messenger	11	4	13	12	12	2	54
driver	12	1	15	9	11	15	63
night wachman	13	0	15	13	11	4	56

II.1.3- Office supplies

This column presents as in chart 9 below, the exhaustive list of office supplies requested in addition to the annual allocation per department. The demand by school districts are available in appendix 9.

INVENTORY OF NEEDS PER DEPARTEMENT

Chart 9: Office supplies needs

Description	Quantity per department						SUM
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
ream of duplicate paper	368	1258	425	4011	2441	2658	11161
ream of typing paper	175	489	430	850	201	995	3140
printing ink	209	290	200	190	324	926	2139
stamp ink	56	69	102	102	78	126	533
pot of glue	62	196	126	175	91	198	848
stencil	526	214	386	365	440	518	2449
ball-pen	1102	3200	7630	7700	2590	5550	27772
pencil	195	316	198	570	607	1033	2919
blanco	127	142	124	322	196	198	1109
envelope PM	2200	2920	5700	4150	3781	6550	25301
envelope MM	1570	5250	7000	4550	4128	10000	32498
envelope GM	1621	6330	5800	3600	7220	5070	29641
ordinary eraser	437	115	142	286	346	372	1698
machin eraser	37	96	137	70	166	87	593
carbon eraser	99	74	138	27	173	57	568
tear of calender	32	88	93	46	76	101	436
pad paper	27	100	148	143	259	149	826
copybook 300p	76	89	261	410	201	225	1262
copybook 200p	252	206	395	370	210	288	1721
ruler	48	76	92	257	146	129	748
folder	348	2560	950	3700	2005	4110	13673
under folder	770	2800	1160	4100	3860	6700	19390
flapfolder	266	640	675	420	1168	518	3687
shapfolder	129	390	255	201	497	286	1758
paper clip	96	136	264	206	320	220	1242
stencil pen	32	17	39	19	24	25	156
flipchart paper	489	55	119	11	146	106	926
felt tip	96	178	168	238	218	106	1004

II.1.4- Miscellaneous needs

It essentially concerns training and motivation.

In terms of training, the requirements to fit for a good functioning are the following :

- Training over the technics of coordination for the Responsibles of pedagogical Circle and the pedagogical advisors
- Pedagogical training and periodic retraining for all instructors of the Pedagogical network (Heads of school Districts – pedagogical advisors. Responsibles of Pedagogical Circle)
- Training for all the teachers over the new programs including nursery teachers.

- Training in Computer science for all the pedagogical instructors.
- Training in administrative and financial management for all the teachers presently working at the school Districts office.
- Information of the responsibilities of the pupils' parents association over their role in the educational system and especially in the implementation of the new programs.

As far as motivation is concerned, it is often expressed in terms of financial compensations and improvement of their working conditions and any other kind of support.

- Increasing up to 120.000 FCFA of the compensation granted to the Pedagogical advisors and its monthly payment in the proportion of 10.000 F CFA per month.
- An incentive bonus for the Responsible of pedagogical Circle at the rate of 5.000 F CFA per month.
- A fixed annual bonus up to 25.000 F CFA for any teacher applying convincingly the new programs.
- Increasing of the fuel allocation for the pedagogical advisors from 12. 000 F CFA per month all over the twelve months because of the rise of the fuel price.
- For lack of moving means, an allocation of 5. 000 F CFA /month should be granted to the Responsibilities of Pedagogical Circle for fuel expenses.
- The staffing of the teachers so to allow the Pedagogical advisors to have the latter substitute at their disposal.

Finally, before we proceed to the analysis of all the expressed needs, let's notice that other not less important needs have been inventoried although they don't have straight impact on the functioning of the S.D as entities. We'll comment on them through out the recommendations.

II.2- Analysis and synthesis of the inventories needs

II.2.1- Equipments

- Building

An administrative building is the first need of the S.D, especially those who haven't anyone. In fact, the need of an appropriate shelter for the mission assigned to the S.D is essential for both the S.D staff and the users. The ideal thing would be to build a building for all the shelterless S.D and those settled in rented or borrowed shelter. The number of S.D concerned by such a situation is sixty-four (64). As a long-lasting institution and taking into account their role in the educational system, they deserve such an investment. The same for those to be repaired; they are eight (8).

This effort should be orientated in priority to areas where it is difficult to find an adequate building to rent, especially out of towns.

In case of renting, attention should be paid to the choice of an adequate building. The other needs in terms of building such as Conference Hall – library – Housing – Infirmary should be taken into account while conceiving the building plan for a medium –term achievement. However the first two constitute a short-term needs for the needing S.D.

As a whole, a complete administrative building with Conference Hall and Library constitute the main needs in terms of building.

- Pedagogical activities equipment

although all these equipments can serve for a pedagogical animation, the more useful of them is the suitcase for it is a very important tool for teachers as regards to its expenses contents namely : pedagogical books, dictionaries, general education documents, maps, pedagogical magazine, biological and oral communication board and other different documents of other training fields, with the unforgettable measurement instruments, the globe and the medicine box etc. The number of suitcases asked for (1338) witnesses vividly the need.

Among the other needs, the conference – board is very important for animations and training sections in each S.D.

The other equipments such as retro-projector, video are not so necessary for achieving.

In case of failing to satisfy all these requests, it should be granted at least to all the Pedagogical advisors (225) in the name of their pedagogical area and to all the S.D in the whole country (82) a suitcase. It means (307) pedagogical suitcases and also a conference – board to the S.D who do not yet have one.

- Fittings

(Electrical appliances)

They are all necessary for a better working condition in the School Districts. Electricity is useful to have access to modern appliances as Computer and photostat necessary for performance. Telephone stands for a better communication, whereas water, sanitary appliances are necessary for health and hygiene. So the appliances are for a great utility .

It is then necessary to help all the S.D to have their fittings when possible especially electrical appliances and telephone when available in the area.

- Computer equipments

All the S.D have requested a computer, a printer and undulator. It is nowadays the minimum tools for a modern financial and administrative management.

On the other hand the scanner seems not a priority. Let's notice that the areas where there's no electrical wiring need to have electrical engine with convertor and electrical protector. Moreover, the S.D where there's no adequate bulding are threaened to be confronted to maintenance problems. So the extending of the computer use in the S.D depends not only on the electrical current availability but also on the existence of adequate shelter for the appliances.

However the three basic appliances namely :

Computer – printer – Undulator are necessary to be granted to each S.D.

- Rolling Stock

The role of the Heads of the school Districts is largely a travelling one . this implies frequent class visits which depend on the availability of sound moving means.

Although HONDA HERO , the motorbikes now in use in the School Districts are less appreciated because of their maintenance, they remain the best means to reach the enclosed Schools not easy to reach by vehicles .

Nevertheless, the vehicles instead of being a luxury is an efficient means for the head of SD for the implementation of the new programs and the dispatching of the documents.

The Pedagogical advisors'need of a motorbike is notorious in the sense that they are already initially granted fuel allocation. The covering of their moving is then necessary for a good coordination of their activities.

The Pedagogical Circle Prefets have also expressed their need of a motorbike. But it is not so useful because of the neighbourhood of the schools in their Pedagogical Circle. This implies less moving compare to the Pedagogical advisors. The motors should be provide with crash helmets and gloves.

In the end the rowing boots requested for the lacustral and enclosed areas are the only means for the Pedagogical advisors during the rainy season in the southen part of Benin. We should add life jacked and boots.

The needs in terms of Rolling Stock are then one vehicle per School District save the two preiviously granted by government and a motorbike for each Pedagogical advisor.

To solve the problems related to the Rolling Stock, we suggest as vehicle a TOYOTA TERCEL 4WD because of its boot adequate for the transport of document and its lapping system suitable for roads of difficult access.

For the same reasons we suggest YAMAHA 100 for men and YAMAHA MATE 80 for women as motors.

- Office Equipment

The computer equipments as well as the photostat requires by all the School Districts are the efficient means for the multiplication of documents. They are then so necessary and should be supplied in the same conditions as the computer equipments. The word processors as well as the electrical typewriters are required for their efficiency instead of the mechanical ones.

The giant staplers are very important for the binding and conservation of documents. As for the calculating machines they are needed for the daily management tasks.

The important things to retain here are : one photostat, one electrical typewriter, one word processor and one giant stapler for each School Districts.

- Office Furniture

The needs do exist, but are not first priority objective except for cases where there's no initial allocation. This need could be satisfied by an internal arrangement as it is the case in many School Districts where they are made of local woods.

Any Office Furniture should not be mentionned as need in the framework of this evaluation.

II.2.2- Human Resources

- Senior Executive

The need of Primary school Inspectors as Heads of School Districts is evident. But Inspectors as Assistant Heads of School Districts is to be analyzed.

For the need of a good supervising of the pedagogical activities a post of Assistant Heads of School Districts is required to supervise the private schools. This seems essential in areas where the private schools are in great number. But the systematic request for such a position as it is the case in MONO doesn't seem positive as regard to the initial objectives criteria for rationalization.

- Junior Executive

Their need is effective and is due to a lack of functional organization. The administrative chart now existing is practical from a technico-pedagogical point of view but not as far as financial and administrative management is concerned. The problem is that the consent that prevailed at the creation of these same intities in the School Districts as the Directorate of Primary Education hadn't led to an

harmonic situation as expected. So it is then easy to notice an artificial need of personnel due to a bad management of an overabundant staff.

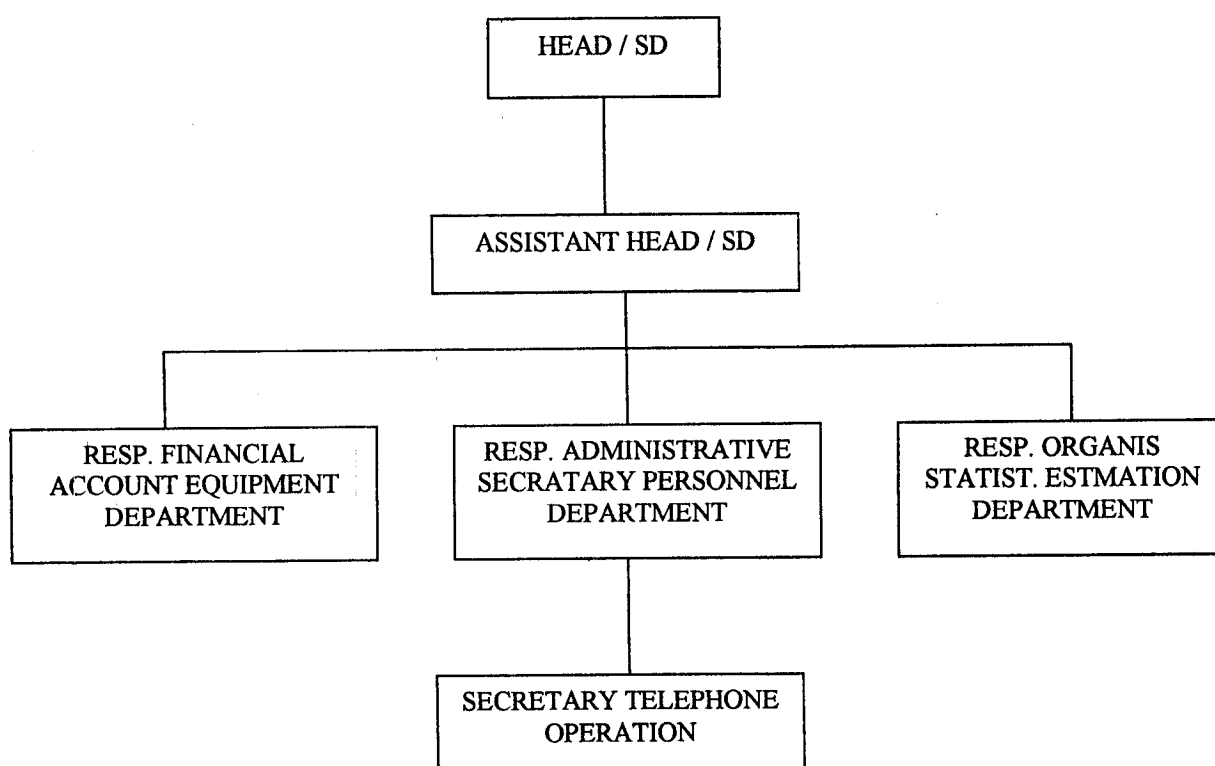
It is important to underline that the two necessary competences required for a good ruling of the school Districts are administrative and management ones, on the other hand the number of executive secretaries and accountants required by some School Districts is not rational as regards the expected efficiency. This rationalization could be achieved through the implementation of an organization chart which merges different services and sections into departments placed in the hand of some junior executives with two years studies at university.

- The auxiliary staff

All the School Districts need auxiliary staff. But here also we shouldn't forget about rational objectives. So the need of computer operators and typists should be blended into a request for one computer operator. At the same time, the night watchman could look after the keeping up of the office. But a driver is necessary because of security and maintenance of the vehicle.

Regarding all that has been said, we suggest the administrative organization chart below :

ADMINISTRATIVE ORGANIZATION CHART



II.2.3 - Office supplies

Lets say that there's an excess requests of the SD There is an evident lack mastery of their real needs for a rational organization. Of course the present allocations could be increased in certain cases but this concerns some columns as : ream of paper - ink - stencil -ball pen - enveloppes and folders ; but in a more reasonable proportion than requested.

In order to help the SD to master and manage in the better way their allocations of office supplies, the dispatching should be in quarter term instead of only one per year. Evaluation should take place at the end of the first year experience in order to determine rationally the necessary quantity for an efficient functioning of the SD.

As a whole, the needs in terms of office supplies should be appreciated in two ways :

- Increasing at 20% of the usual allocation for the essential office supplies cited above and a quarterly dispatching
- Evaluation and setting of rational allocation after one year of management.

II.2.4 - Miscellaneous needs

These needs, which sometimes turn into social claims are somehow relevant. In fact, it concerns the main actors of the SD, responsible for the achievement of these institutions. A better human resources management being a priority, it then motivates the creation of certain conditions whose improvement and extending even generalization are requested in this document.

In the same way, the desired training is to rise the personnel self assurance for assuming their for role. The satisfaction of these needs could then be a major motivating factor to improve their performances. Nevertheless, the teacher's training in administrative and financial management is no more useful if the new organization system suggested is implemented. Finally the miscellaneous needs should be taken into account as a whole.

Taken as a whole, the analysis of the different categories of needs inventories reveals in the relevance of certain requests of the school districts as far as their assignment is concerned whereas others could be considered unessential or inopportune because they are not directly related to the implementation of the tasks of the S.D.

All the needs thought as objective are grouped in the synthesis chart first for indication and as results.

III – General synthesis and Recommendations

III.1 - Synthetic board of the essential needs of a school district

Materials and equipments

Description	Quantity	Observations
* Buldings – Administrative bulding (complete)	1	Essential for such an institution to assume its assignment as pedagogical authority
* Pedagogical activities equipements – Pedagogical suitcase – Conference board	1 /area 1	Essential for the head of SD and each pedagogical advisor for the training sections
* Fettings – Electricity – Telephone	1 1	For the supplying of the modern appliances Necessary for quick communication
* Computer Equipments – Computer – Printer – undulator	1 1 1	Very useful for quick and reliable processing of texts and data essential tool for good management nowadays
* Rolling stock – vehicule – Motorbike – Rowing boat	1 1 /area 1 /area	Necessary even essential for efficient covering of the SD and the Peda. Advisor areas if lacustral area
* Office Equipments – Photostat – Electrical typewriter – Electrical word processor – Giant stapler	1 1 1 1	The more pratical nowadays for the multiplication of docu. Sideline equipment
* Office Furniture – desk – Chair – Cupboard	5 15 4	Indicative for the staff suggested in organization chart. 2 small (Head / SD and secrat) 3 large
* Office supplies – Ream of papers – Ink – Stencil – Ball-pen – Envelopes – Folders – Floppy disks	For memory	It concerns basic supplies essential for the management of the SD and achievement of academic documents (Periodical control of end of trimester, ...)

* Senior executive – Inspector Head / SD – Inspector Assistant Head / SD	1 1	Compulsory If necessary according defined critered
* Junior executive – Adminisrtative secretary – Computer management – Accountant	1 1 1	For the secretary's office and the staft (DSAP) Organization – Statistics - Estimates Equipments – Accounting - Finance
* Aucilliary staff – Cumputer operator / typist – Driver – Nightwatchman	1 1 1	Processing – telephone - operation reception - mail in and out Good use and maintenance of vehicule Security of the SD premises

III.2 - Assement of the results of the present needs of the school districts

The comparison of the expressed needs with the synthetis of the needs presented above allow us to have the inventory of the present needs of the SD in benin as follow :

NEEDS ASSESSMENT RESULTS

Materials and equipments needs

Description	Quantity per department						SUM
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
Building							
Administrative to be built	13	5	12	10	12	12	64
Administrative to repair	0	3	2	2	2	1	10
Conference hall	0	0	14	0	1	1	16
library	4	1	6	0	1	1	13
* Pédago.activ.equipmt							
pedagogical suitcase	42	51	62	39	52	61	307
conference board	13	10	15	12	13	14	77
* Fittings							
electricity	13	2	7	0	3	3	28
telephone	13	3	9	5	5	8	43
* Computer Equipments							
computer	13	17	15	15	15	19	94
printer	13	17	15	15	15	19	94
ondulator	13	17	15	15	15	19	94

NEEDS ASSESSMENT RESULTS

Materials and equipments needs (concluding)

Description	Quantity per department						SUM
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* Rolling stocks							
car	13	12	14	11	15	15	80
motorbike	29	39	47	27	37	46	225
rowing boat	0	3	0	1	1	0	5
rowing boat engin	0	3	0	1	3	0	7
* Office equipments							
photostat	13	12	15	12	15	15	82
typewriter	13	12	15	12	15	15	82
word processor	13	12	15	12	15	15	82
giant stapler	13	12	15	12	15	15	82
* office furniture							
for memory							

NEEDS ASSESSMENT RESULTS

human resources

Description	Complement per departement						SUM
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
* senior executives							
head of S.D	2	2	4	2	6	4	20
assistant head of S.D							0
* Junior executives							
administrative secretary	13	37	34	16	46	62	208
accountant	13	12	15	12	15	15	82
computer management offic.	13	12	15	12	15	15	82
*aucillary staff							
computer operator	13	12	15	12	15	15	82
driver	13	12	15	12	15	15	82
nightwatchman	13	12	15	12	15	15	82

NEEDS ASSESSMENT RESULTS

Office supplies needs

Description	Quantity per department						SUM
	Atacora	Atlantique	Borgou	Mono	Ouémé	Zou	
ream of duplicate paper	382	696	324	204	683	1368	3656
ream of typing paper	115	144	138	191	421	430	1439
ink	215	407	137	42	178	697	1675
stencil	312	144	278	76	175	288	1273
ball-pen	877	6600	7500	2016	1926	2820	21739
envelope PM	2496	9912	3120	1446	7112	2130	26216
envelope MM	3324	9120	4800	1422	6233	3150	28049
envelope GM	3228	7680	2400	1308	1122	2130	17868
folder	438	2160	1032	1380	186	779	5975
under folder	306	2880	1944	2184	252	348	7914
flapfolder	188	378	168	53	50	76	913
shapfolder	89	126	54	5	160	25	458

Let's notice that as far as personnel is concerned some SD reveals in the inventory the post of typist, driver and night-watchman. But since they have declared that the latters are paid on their own finds or that of the SD a derisory salary, we can't anymore consider these agents as in condition to achieve their role. We suggest that their post should be provided with regulate conditions so to reach the expected results.

These works aroused some recommendations to be taken into account for optimum results.

III.3 - Recommendations

The satisfaction of the revealed needs in this assessment should be followed by preventive measures that can favour a good management of the allocation and assure a correct outcome of the improvement objectives of performances. In fact, it is essential to ensure that these allocations will provide a lasting satisfaction to impulse the expected efficiency of the SD.

As far as materials and equipments such as motorbike and pedagogical suitcase allocations are concernes, their dispatching should be submitted to the setting of a sound termes of reference. This could lead to the signing of an authenticated contract between the possible grantor, the grantee and the government. This contract could propose an offer of buying back of the motorbike by the user after five years at a flat price. Such arrangement could prevent the materials and equipments from the misuse oftenly noted with public properties.

The same preoccupation guides us to suggest the recrutment of a driver who could take care of the vehicle. Finally, to preserve the pedagogical suitcase, an inventory of its contents should be consigned with the ferm instructions of repayment in case of missing revealed by the accountant at the en of the school year.

As far as the administrative personnel is concerned, many recommendations are made :

- Recruitment of qualified personnel for the SD offices
- Implementation of an assessment system of the executives and the deployment of the teaching personnel now working in these offices.

In the case of the recruitment, it should be by test. Only the application of persons who accept to reside in the region for a long time should be considered in order to have a stability of the personnel for the SD memory like the general secretaries at the ministries. In this frame, this personnel should sign at the budget of the local administrative units when decentralization is implied. Before this linking their recruitment could be done on a fixed period contract basis.

The second fold is about the redefinition of the responsibilities of each actor of the pedagogical management that are : the pedagogical unit prefect – pedagogical advisor, heads of SD. There should be a term of reference which clearly indicated the role of each of them so as to facilitate the assessment of their performance, for a possible payment to those who deserve it.

Finally when the SD have at their disposal a qualified personnel for their management, the teaching personnel now working at the SD office should be sent back on the field. Those among them who are really incapable could be admitted at early retirement for disability.

III.4 - Synthetic board of recommendations

Nature	Wooding	Observations
In general	All the needs mentioned in the synthetic board are essential. So it depends on the option of the partner involved in the matter to give an orientation to their allocations.	A concerted exploitation of this report is recommended
In terms of Equipment	<p>To sign a contract with all the users for the conservation of the materials and equipments such as : vehicle motorbike pedagogical suitcase</p> <ul style="list-style-type: none"> - To secure a good maintenance of the vehicle - To set up a maintenance pool in each SD for electrical appliances - To proceed to a systematic inventory of the properties - To grant the office supplies quarterly for their good management 	<p>A tripartite contract for the use of equipment with the condition of repurchasin the motors</p> <p>By a driver</p> <p>Service-contract with professionals</p> <p>By the accountant</p> <p>Straight dispatching in the SD by the supplier if possible</p>
On human plan	<ul style="list-style-type: none"> - Recrutment of executive managers with preference for the local ones - To recrut or regulate the situation of the auxillary staff (watchman – driver – computer operator typist) - Redefinition of the responsibilities of the heads of SD – Pedagogical advisor – Pedagogical unit prefets by terms of reference in order to congratulate fairly those who deserve it - Sending back on the field of the teaching personnel now in the SD offices and proposing an early retirement to the disabled 	<p>On fixed period contract of two years before their binding with local administrative units</p> <p>By the choice of meesuring indicators</p> <p>Partial solution to the lack of teachers</p>

CONCLUSION

The assessment mission of the needs of the SD in Benin began its work a month after the new school year start. This allow us to get into contact with actors freshly coming back on the field and now involved in their job. In these conditions the assessment of the implementation of their tasks and their needs for a good functioning took place without difficulties. This mission occurs at the right time to collect the complaints and point out their deficiencies.

The expected results were essentially to determine the minimum physical environmental requirements for an operational school districts. On the basis of this indication, and considering the inventories of the present SD, the mission should help to determine these structures'needs in terms of human and material needs for an efficient result.

At the end of this mission, the results are on baords and we can for ever think of now to remedy these deficiencies. At the same time, the settlement of the new SD should take into account the minimum conditions given above.

Nevertheless, beyond the working condition in the SD the success of the whole educative system and the implementation of the new programs depend greatly on the satisfaction of other needs important to be revealed in this report.

In fact, we can notice the lack of teachers in the schol, the delay in the dispatching of the documents and the new programs, the dilapidation of the existing premises for classes, lack or inadequacy of furnitures in all the schose districts.

It should be added to all that the weakening of the pedagogical anthorities in the SD. Some preoccupations could also be expressed as far as the future of the new programs which will be extended to the third form with increasing needs from next year.

Consequently, something should be done in the sense of the institution of a system of exception to the teacher's corporation as far as their recrutment in the public service is concerned. Important effort should also be done in the publishing of documents and books in a commercial quantity at an affordable price in order to allow the pupil's parents to bring their contribution in the implementation of the new programs.